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ABSTRACT

This booklet discusses the confinement of juveniles in adult jails, and offers suggestions for local citizens who want to remedy the problem. The first section presents background information on juveniles in adult jails, and discusses the following issues: the physically and psychologically damaging effects on juveniles of incarceration in adult jails; the poor physical conditions of jails; the Juvenile Justice and Delinquency Prevention Act; and alternatives to adult jails for juveniles. The second section suggests steps that concerned citizens can take to promote changes, e.g., visiting and observing local jails, participating in state and local planning efforts, and volunteering to work on alternative programs for juveniles. The third section presents suggestions for a public education program that local community, regional, and statewide groups can mount to resolve the problems of juveniles in adult jails; topics include the publicity coordinator, the press, public service programming, print materials, and communicating the desired message. The fourth section lists state and federal contacts and references that might help local groups in their efforts to remove juveniles from adult jails; they are organized under the following headings: National Criminal Justice Reference Service, Sources in Juvenile Justice, Sources in Public Education, Resources for Removing Children from Jail, Youth Advocacy Organizations, and National Youth Advocacy Groups. (WAS)

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IT'S YOUR MOVE

Juveniles in Adult Jails and Lockups

1983

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Call to Action

The confinement of juveniles in adult jails and lockups presents the most serious aspect of our nation's long-standing abuse of out-of-home placement and incarceration. Recent research and local experiences citing increasing suicide rates and abysmal jail conditions have replaced the popular notions that a night in jail never hurt anyone or "would teach him a lesson." Jail administrators, youth workers and citizen advocates alike are frustrated by the operational inefficiencies and isolation created by past efforts to separate juveniles within already overcrowded jails and lockups.

Many localities have developed viable low-cost alternatives to jailing which work in rural and semi-rural areas where the jailing problems are most acute. More importantly, improved intake screening practices are dramatically reducing the need for secure detention without endangering the public safety or court process. While official action is necessary to institute corrective legislation and improved court practices, the elimination of the practice of jailing juveniles can only come through informed and committed action at the local level. The law is clear on this point and final resolution of the problem is uniquely in the hands of the local citizenry.

David D. West, Director
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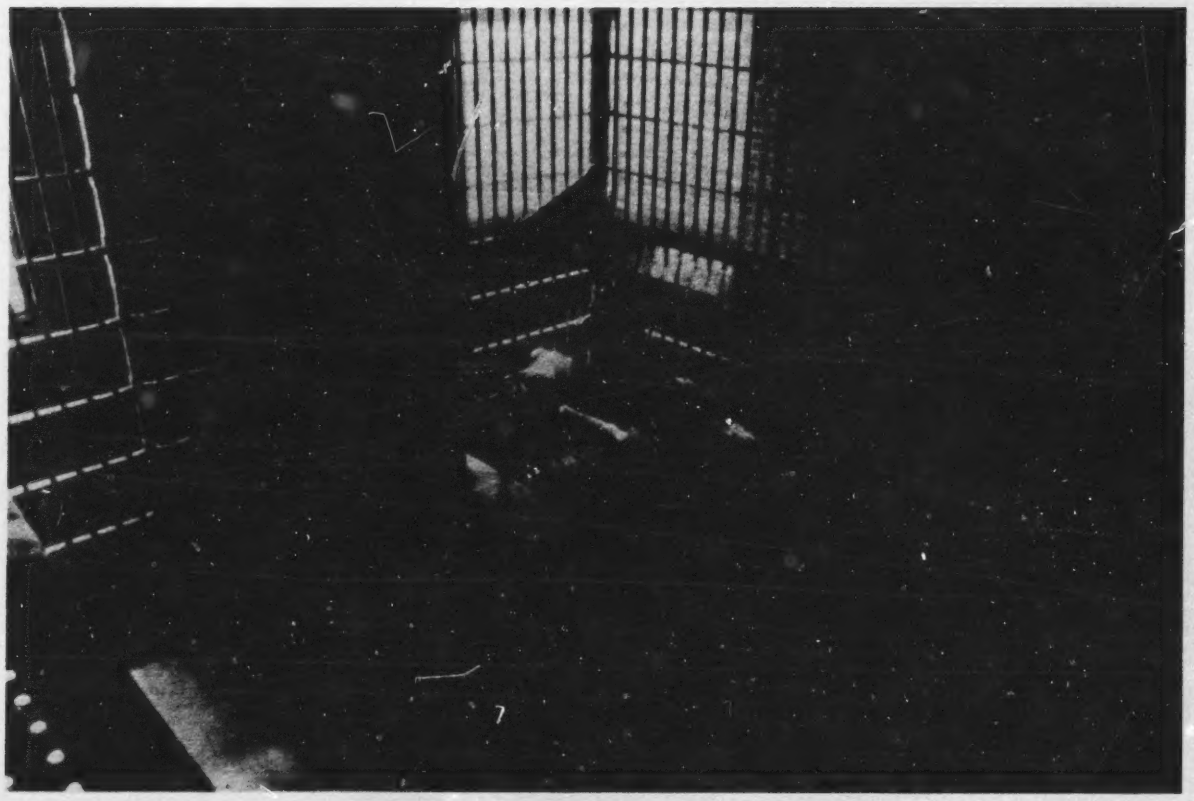

VI

1. The Issues

Juveniles In Our Nation's Jails

- Each year approximately 479,000 juveniles are locked in adult jails throughout the United States.
- About ten percent of these juveniles are held in adult jails for serious offenses.
- Twenty percent are detained for "status offenses" such as underage drinking, sexual promiscuity, or running away.
- Four percent — over 19,000 — are jailed without having committed an offense of any sort.
- Neglected, disturbed, retarded and handicapped juveniles are found in this group, as are throwaways, juveniles forced from their homes by parental abuse or for economic reasons.
- A recent study of 755,000 runaways by the Department of Health, Education and Welfare shows that many were not seeking adventure but were fleeing emotional, physical, or sexual abuse.
- Over nine percent of jailed juveniles are thirteen years old or younger.
- The suicide rate of juveniles in adult jails is eight times greater than that of juveniles in juvenile detention centers.
- Recent studies indicate that a majority of those jailed "could be released without endangering public safety."

Every year the juvenile courts in this country are called upon to provide court services to thousands of young people. The maximum age of jurisdiction varies with each state, but generally juveniles under eighteen years potentially may be brought before a juvenile court. Most youths who have been arrested by police and referred to the court will be released in their parents' custody to await further court action. But many will be removed from their homes pending court hearings. Perhaps the parents have refused custody because they deem the youth "beyond their control." Or, perhaps a youth has run away from home and a temporary court placement is needed until other arrangements are made. Since these juveniles do not pose a serious threat to the community, a non-secure, temporary placement in a shelter home, runaway group home or foster care program usually is appropriate. A small percentage of cases involve juveniles whose past records and current charges are serious enough to pose a threat to public safety or the court process if released to a non-secure setting. In these instances, a secure placement pending further court hearings is often warranted.

Though this seems simple enough in theory, actual practice indicates that many juveniles are needlessly detained, and that hundreds of thousands of young people are placed in adult jails and police lockups. National standards developed by the American Bar Association, the National Advisory Commission on Criminal Justice Standards and Goals, and other organizations concerned with juvenile justice standards, call for a child's release from secure detention unless the child poses a significant threat to public safety or the court process. Research indicates that if these standards are applied, over fifty percent of the juveniles now detained could be released.

Self-reports of juvenile crimes show that nearly ninety-eight percent of all adolescents will commit at least one criminal act which will go unreported to police. Predictably, juveniles from impoverished families are most likely to be jailed, especially where parental support and access to other resources are lacking.

Juveniles are held in jails for many reasons — as a convenience for the justice system; to protect the community; so that they won't harm themselves or get into further trouble; to protect them from dangerous home environments; as a "deterrent"; to assure appearance at court hearings; while awaiting placement in other facilities; or at parents' request to hold uncontrollable youngsters.

But these unsupported "rationales" of public safety, protection from themselves or their environment, and lack of alternatives, break down under close scrutiny. In reality, the aggressive and unpredictable threat to public safety perceived by the community often is the opposite. Research shows that only about ten percent of delinquent youths who appear in court are serious offenders. And, according to one estimate, nine out of ten juveniles incarcerated at any time in local detention facilities are awaiting court hearings.

The Effects: Physical and Psychological Damage

Jailing juveniles hurts them in many ways. The most widely known harms are physical and sexual abuse by adults in the same facility. A nine-state study by the Children's Defense Fund found frequent instances in which juveniles were confined with adults charged with violent crimes. The cases included:

- a sixteen-year-old boy who was raped by cellmates charged with murder;
- a fifteen-year-old girl mistakenly confined with adult female offenders in a county jail, where she was molested and raped repeatedly.

The American Bar Association, which condemns the practice of placing juveniles in adult jails, cites the example of:

- a fourteen-year old who was serving ninety days on a chain gang for petty larceny. He was shot in the face by a trustee guard, lost both eyes, and suffered brain damage.

On May 31, 1982, a 17-year old boy, in jail for failing to pay $73 in traffic fines, died of brain injuries after a prolonged beating by his five cellmates, all 17 years old, in the Ada County Jail in Boise, Idaho. He was beaten for 14 hours before he died. His confinement in a county jail, in a cell with five other juveniles, was in accord with Idaho law.

The murdered boy's parents thought that a few days in jail might be good for him. "We thought it would be a deterrent," said his mother. "We had no idea it was going to turn out like this."

In 1981, the Idaho State Legislature passed a law which requires that juveniles violating "alcohol and tobacco laws" be processed as adults. In 1982, the law was fine-tuned to read "beer, wine or other alcohol and tobacco laws." In Idaho, it is against the law for anyone under 18 to use tobacco. The new laws had been requested by the police of Boise, who said they needed more authority to deal with increasing juvenile drinking and smoking in public parks.

But State Attorney General David Leroy has some doubts. "By legislative action, we've held that certain acts are a crime only if they are committed by juveniles," he points out. "And then we're processing these same juveniles through the adult court system. The law that allowed this was, I think, well-motivated, but it has created a logical inconsistency."

"The cases of assault and rape of juveniles in jails are too many to be enumerated and too common to be denied," says a U.S. Department of Justice official. According to a recent journal article:

> Violence is a never-ending jail problem. Weak, friendless or fresh inmates are routinely assaulted and sometimes raped. 'It happens much, much more often in jails than in prisons,' says New York City Corrections Commissioner Benjamin Ward, who used to run the state prison system. Guards can't check much of the violence; most jails are woefully understaffed and old jails with their long cell blocks are impossible to watch most of the time.

Most incarcerated juveniles are locked up in rural, isolated jails under such conditions.

Often, in attempting to protect juveniles from attacks by adult prisoners, jail officials keep juveniles in solitary confinement. This too can have

adverse effects. Dr. Rosemary Sarri, Co-Director of the National Assessment of Juvenile Corrections, at the University of Michigan, says that complete isolation causes total panic in some children. "They can't stand it. They hallucinate... An adult learns it is not the end of the world, but a kid is, a lot of times, just not experienced enough to know."

Dr. Joseph R. Noshpitz, past president of the American Association for Children's Residential Centers and secretary of the American Academy of Child Psychiatry, testified in *Lollis v. New York State Department of Social Services* that placing juveniles in jails often causes them serious emotional distress and even illness:

> In my opinion, extended isolation of a youngster exposes him to conditions equivalent to 'sensory deprivation'. This is a state of affairs which will cause a normal adult to begin experiencing psychotic-like symptoms, and will push a troubled person in the direction of serious emotional illness.
>
> What is true in this case for adults is of even greater concern with children and adolescents. Youngsters are in general more vulnerable to emotional pressure than mature adults; isolation is a condition of extraordinarily severe psychic stress; the resultant impact on the mental health of the individual exposed to such stress will always be serious, and can occasionally be disastrous.

Testimony to the President's Crime Commission revealed many types of harm caused by solitary confinement, including the case of a thirteen-year-old Indiana boy, veteran of five foster homes, who:

> drove his current foster father's car to the county jail and asked the sheriff to lock him up. The child was segregated from adults, pending a hearing for auto theft. A week later his body was found hanging from the bars of his cell; a penciled note nearby read, 'I don't belong anywhere.'

On October 18, 1982, the *Knoxville Journal* in Knoxville, Tennessee reported on the death of a 17-year-old in the Blount County Jail. The following is taken from the *Journal's* account of that incident:

> Cockroaches scuttle freely over two tiny windows in the heavy concrete door. The air is hot and still in the cramped, dimly-lit cell.
>
> The cell is for troublemakers at the Blount County jail. Two weeks ago, it was for hanging.
>
> Joe...was 16 when he was sent to a juvenile institution months ago. He told the arresting officer, two weeks ago Friday, that he ran away from there because he was beaten.
>
> He was arrested after a high-speed chase early October 2. The officer pursued him through Townsend on suspicion of drunk driving...
>
> The runaway was hard to handle when they brought him in to the jail in the early morning hours of October 2. He was intoxicated, officers say. There was another juvenile in the special cell for juveniles and Joe gave him a hard time. So, he was put in isolation.
>
> The jailer checked on him as often as he could, said the Blount County sheriff, but it's a problem at night.
>
> There is one jailer on duty at night , caring for all incoming prisoners and an average of 65 adult prisoners. He is told to check every 30 minutes, if possible...but it's more than any one man can handle, even with help from the dispatcher.
>
> But night must have been hard on Joe, too.
>
> It was nighttime when they found his body, hung by the neck with a sheet tied onto the bars covering the air vent.
>
> It was after midnight on the day he was to be taken back to the institution where he had escaped May 30. It was the beginning of his fourth day in isolation when he took a printed bedsheet that his sister had brought to him, tied it beneath his blonde hair and held his feet up until he lost consciousness.

A study by the University of Illinois Community Research Center shows that the suicide rate for juveniles placed in adult jails is nearly five times greater than the suicide rate for juveniles in the general population, and almost *eight* times greater than that of juveniles placed in separate juvenile detention centers.

Adult jails are not required to provide educational, recreational, or other services for juveniles. They do not meet the emotional, intellectual, social, recreational, or other needs important to a youth's development. Furthemore, re-

search indicates that delinquent behavior may arise from living in abnormal settings, and that once a youth is held in a secure facility, the likelihood of future incarcerations is increased. The influence of violent offenders on minor offenders; verbal abuse; the negative self-image created by the setting; and the "criminal" label which pursues the youth into the community, especially in smaller communities, all contribute to the increased probability of future jailing.

The Conditions: Over-Crowded, Dangerous, Unsanitary, Unconstitutional

After visiting 449 jails in Florida, Georgia, Indiana, Maryland, New Jersey, Ohio, South Carolina, Texas and Virginia, the Children's Defense Fund reported that the conditions of most of the jails in which they found juveniles were abysmal:

> Most jails are old, dirty and decrepit, with insufficient sanitary, food or medical facilities. Only 9.8 percent of the jails in our study of states reported any educational activities; only 12.4 percent reported any recreational activities. Understaffed jails often relied on trustees — other adult inmates — to perform staff functions. A child is thus at the mercy of the jails' adult offender population.

Jails are built as custodial facilities. Often, they lack even the most basic medical services. The American Medical Association has found that 759 of 1,431 jails reported providing "first aid only," and that many who claimed "medical facilities" had only first aid kits.

Aric Press, *Newsweek* justice reporter, says that during the '70's jail reform efforts have outlawed uncivilized practices in diverse locales. "Judges have been insisting on practices that decent zoo keepers follow: the inmates need adequate heat, light, space, health care, diet and quiet. Yet even these simple rules have not been universally accepted." Life safety and minimal environmental conditions have increasingly become the object of legislation, standards, and judicial orders. Most emphasize the special needs of young people.

Corrections officials themselves have presented a compelling case for the removal of juveniles from adult jails. In *Amercan Jails*, a publication of the Centennial Congress of Corrections, the "majority of county and city jails" are described:

> ... the buildings are old, badly designed, poorly equipped, and, in most instances, in need of urgent repairs. They are not properly heated, ventilated nor lighted; they do not have the necessary facilities for the preparation and service of food; proper and adequate provisions for bathing and laundering are missing; sanitary arrangements are, for the most part, primitive and in a bad state of repair; only in rare instances are there proper hospital facilities or means of caring for the sick and infirmed; religious services are infrequent; educational activities are almost completely unknown ... Recreation is mostly restricted to card-playing, and, in general, complete idleness is the order of the day. Filth, vermin, homosexuality and degeneracy are rampant, and are the rule rather than the exception.

Another separation option available to jailers creates enormous operational and overcrowding problems within the facility. This occurs when an entire unit in the jail is emptied to provide separate quarters for juveniles. Even in newly constructed state-of-the-art facilities this typically means transfer of 20-30 adult offenders to other units for the separation of perhaps two-three juveniles. As a result, a typical county jail with three 24-bed units becomes overcrowded with 49 adults and two juveniles, despite a 72-bed capacity.

From an architectural standpoint, it is impossible or impractical to renovate most jails to provide adequate separation of juveniles from adults. For this reason, and because of the operational problems juveniles create, various law enforcement groups have called for a reduction in the practice of holding juveniles in jails. National organizations such as the American Bar Association and the Children's Defense Fund, as well as

the National Coalition for Jail Reform, which includes groups as diverse as the National Sheriffs' Association, and the National League of Cities, have called for "ending jail incarceration of juveniles" under the age of eighteen.

The Commission for the Accreditation of Corrections which guides the improvement of detention and correctional facilities has taken the position that they will not accredit a jail which holds juveniles. This is particularly significant in that the standards for the accreditation process were developed and are guided by the persons who administer and operate our nation's jails and prisons. Equally important is the 1982 program statement adopted by the Board of Directors of the Boys Clubs of America calling for a prohibition on juvenile jailing, committing national and local board leadership and resources to elimination of the practice.

In the *Juvenile Offender*, C. Bartollas and S.J. Miller note that many of the young people placed in jails have done nothing, yet they are subject to the cruelest of abuses:

> they are confined in overcrowded facilities ... punished by beatings by staff and peers, put in isolation, and whipped. They have their heads held under water in toilets. They are raped by both staff and peers, gassed in their cells, and sometimes stomped or beaten to death by adult prisoners. A number of youths, not killed by others, end up killing themselves.

Increasingly, the constitutionality of placing juveniles in adult jails has come into question. In *Baker v. Hamilton*, the court concluded that the detention of juveniles in adult jails constitutes cruel and unusual punishment. In *Lollis v. New York State Department of Social Services*, the isolation of a fourteen-year-old girl in a bare room without reading materials constituted cruel and unusual punishment. Questions of "due process" and "fair treatment" have been decided similarly in many cases where the rights of juveniles have been violated.

The Law: The Juvenile Justice and Delinquency Prevention Act

In 1974, Congress recognized the problem of children in adult jails by enacting the Juvenile Justice and Delinquency Prevention Act. Emphasizing the widespread abuses of juveniles in adult jails and lockups, the Act aimed at eventual removal of all juveniles from adult jails, but mandated "sight and sound" separation of juvenile and adult offenders in states which participated in the funding program of the legislation. The Act also required that status offenders (non-criminal youths) be removed from juvenile detention and correctional facilities. An amendment included in the 1980 reauthorization of the JJDP Act calls for complete removal of all juveniles from adult jails and lockups by 1985.

At present, the criteria applied by most states for secure detention of a juvenile are that a youth will be "likely to run away, likely to commit a new offense, or likely to harm himself." The American Bar Association and other organizations have questioned the concept of "likely to" as vague and subjective. They suggest that specific criteria including type of offense, legal history, and legal status be used to decide whether to detain a juvenile. In this way, decisions can be reached irrespective of sex, race, appearance, socioeconomic status, access to legal counsel, etc.

And, while most states require that youths held in jails be separated from the "sight and sound" of adult offenders, this criterion often is loosely constructed and poorly enforced. Frequently, it results in children being isolated in conditions far worse that those of adult prisoners.

Significantly, however, several states have gone beyond the separation requirements of the Act, and have enacted legislation completely prohibiting the placement of juveniles in adult jails. Other states are taking the position that jail use for juveniles must be severely limited.

The New Juvenile Act in Pennsylvania provides that after December 31, 1979, it will be unlawful for a jail employee or director to receive any person he has reason to believe is a child (PA Stat., Chapt. 50). During an 18-month preplanning period, Pennsylvania developed and provided funding for regional plans for detention and shelter care. Pennsylvania reimburses counties 50 percent for secure detention, and 90 percent for non-secure alternatives for juveniles awaiting court appearance. Strict monitoring by the Attorney General's office, including a toll-free "hotline," have been established. Most significant in Pennsylvania's jail removal efforts have been the following:

- the Juvenile Justice Center, a youth advocacy group active in the state since 1971;
- the state's participation in the JJDP Act of 1974;
- the determination by the Governor's Justice Commission (now Pennsylvania Council on Crime and Delinquency) Juvenile Justice Office to focus singlemindedly on compliance with the Act and the conclusion by them that absolute prohibition was more feasible than establishing sight and sound separation;
- the utilization of the Juvenile Justice Advisory Committee as the mechanism through which to accomplish major milestones in solidifying the removal effort; and
- the interest and commitment of a legislator who sponsored the legislation.

They have succeeded in reducing the number of juveniles held in adult jails and lockups from 3300 to none.

Across the nation, commissioners and law enforcement officials are being informed of their potential legal liabiliy for putting juveniles into inadequate and inappropriate jails.

In a landmark decision in Portland, Oregon, for example, federal judge Helen Frye held that it is a violation of the federal Constitution to hold children in adult jails in Oregon. Judge Frye found that punishment in the Columbia County Jail was the "treatment of choice" of the county juvenile department for detained children. The treatment, she said, "has little or nothing to do with simple detention, rehabilitation, or even the protection of society."

Judge Frye ruled that the confinement of status offenders and juveniles awaiting trial on criminal charges in an adult jail is a violation of the juveniles' constitutional rights under the Fourteenth Amendment. The ruling, which came six months after the February trial of a class action suit brought on behalf of juveniles in the Columbia County Jail, "went further than any other court in the country" on the question of juveniles in adult prisons, according to Susan F. Svetkey, an attorney for the plaintiffs. And because the ruling came from a federal judge, it has statewide, as well as national implications.

The plaintiffs also asked the court to rule on the larger question of juvenile lockup in any adult jail. Judge Frye first took up status offenders: "Does the *status* of such a child justify placing that child in a jail?" Judge Frye answered, "A child who has run away from home or is out of parental control is clearly a child in distress, a child in conflict with his family and his society. But nobody contends he is a criminal. A runaway child or a child out of control, as an addict or an insane person, may be confined for treatment or for the protection of society, but to put such a child in a jail — any jail — with its criminal stigma, constitutes punishment and is a violation of that child's due process rights under the Fourteenth Amendment to the United States Constitution. No child who is a status offender may be lodged constitutionally in an adult jail."

What about children accused of crimes? First, the court supposes that the jail itself leaves nothing to be desired in the way of "comfort, privacy, medical care, food, and recreation." It supposes further that the children in this dream jail are treated according to their age and needs.

Due process, Judge Frye points out, does not guarantee a child the rights it guarantees an adult. Trial by jury, grand jury indictment, and bail are examples. Rather, juvenile proceedings are more in the nature of a guardianship imposed by the state. The state can deny juveniles some of the protections it cannot deny adults, but implicit in this power is "a special solicitude."

It is this special solicitude that requires a separate system for juvenile offenders. There *is* a separate system, after all. And "when children who are found *guilty* of committing criminal acts cannot be placed in adult jails, it is fundamentally unfair to lodge children *accused* of committing criminal acts in adult jails."

The Alternatives: Varied, Humane, Cheaper, and Effective

The practice of holding juveniles in adult jails is contrary to developments over the past 79 years in juvenile law and the juvenile justice system. It is against the concept of using "the least restrictive environment" in handling juveniles — an idea especially applicable to the minor offenders and non-offenders who constitute the large majority of youths in contact with the juvenile justice system. Frequently, it is in violation of the juvenile's civil rights.

Many of the myths underlying the practice of jailing juveniles have been dispelled. Research conducted by the University of Illinois Community Research Center indicates a nationwide trend toward detaining up to twice as many juveniles as is necessary for the preservation of public safety and protection of the court process; a juvenile suicide rate in adult jails far in excess of that in juvenile detention centers or the general population; and citizen attitudes which favor prohibition on jailing for the vast majority of juveniles who come in contact with police. As to attitudes, these findings reveal a public which prefers that the juvenile justice system revolve around supervision, care, rehabilitation, and appropriate restitution rather than retribution. Certainly, care, support, and guidance can be achieved more readily in a home or other community setting than in an adult jail.

Some concern has been expressed about the economic costs of closing adult jails to juveniles. These concerns generally focus on the costs of remodeling facilities, building juvenile detention centers, and funding alternative programs. One reason for this concern is the lack of information about the range of alternatives communities can develop, many of which are less expensive than institutional care. The American Justice Institute estimates that merely jailing a juvenile, without providing the necessary services, costs $24 a day. Home detention ($14), attention homes ($17), and small group homes ($17) are less costly alternatives that provide services. Secure detention with full services would cost on the average $61 per day per child. The State of Maryland has found that, "The cost of placing a youngster in a state correctional institution is between a reported $12,000 and $14,000 (per year), but a greater number of juveniles are being sent to group homes which cost $8,200 or placed in foster care at a cost of $2,400."

An analysis of jail removal costs by the Office of Juvenile Justice and Delinquency Prevention and the Community Research Center found that the cost of detaining juveniles apart from adults can range from $69,740 to $22,170 for holding 100 youths for 10 days. The cost depends on whether the detention is in a secure facility, a less restrictive residential facility, or under community-based supervision. The report showed that when states and localities examine juvenile justice systems, the process results in a reduced reliance on secure placement options, and a potentially reduced removal cost.

Since 1981, under the auspices of OJJDP, 17 local sites have planned and are currently operating programs designed to eliminate the practice

of jailing juveniles. Most of these programs are operating in rural areas where Congress expressed the greatest concern for the practicality and viability of complete removal. Many of them represent multi-county areas with limited access to a separate secure juvenile detention facility and only limited alternatives to secure detention. Most are characterized by limited but continuous need for pretrial services for accused juvenile offenders. Typically, the only around-the-clock operation is the county jail.

The objectives of each program are: removing 100 percent of juveniles held in adult jails and lockups; 24-hour intake screening; the adoption of intake criteria consistent with national standards; and the development of a network of alternatives to jail, including diversion from the system. Even in the planning phase of the Jail Removal Initiative, there has been an increase in awareness of the juvenile jailing problem, and a decline in the number of juveniles in jails.

Communities have a responsibility to assist the juvenile justice system develop options by helping youth in trouble; and they should be made aware that funding secure facilities is not the only solution. Many and various alternative ways of handling troubled young people have been developed in communities of all sizes around the country.

In the Upper Peninsula of the state of Michigan, for example, the Department of Social Services has instituted youth attendant, shelter care, and other programs in 15 counties, reducing the number of juveniles held in jails from 33 per month to two. Youth attendants, typically schoolteachers, college students, police and probation officers, are paid $5.00 per hour to supervise juveniles detained in holdover facilities — non-cell sheriffs, local and state police offices, hospitals and detox centers — for up to 16 hours. Working in eight-hour shifts, youth attendants can continue to counsel a juvenile in home detention, on a face-to-face basis, or through telephone contact for 14 days, or for an extended period. They may also provide counseling to youths in emergency family shelters. Another option for juvenile offenders in the Upper Peninsula is secure detention at the facility in Genessee County.

Michigan is also using volunteers to implement programs for youthful offenders. In cooperation with the Office of Juvenile Justice and Delinquency Prevention and ACTION, local agencies in Michigan are working to place volunteers in the Foster Grandparents and Retired Senior Volunteer programs in programs for juveniles. In Flint, volunteer seniors work in a juvenile court program. In Traverse City, volunteers tutor children and take them on field trips. Seven volunteers work with juvenile delinquents at the Berrien County Juvenile Center.

The National Street Law Institute in Washington, D.C. (see listing of youth advocacy groups) diverts first offenders from the juvenile justice system. A Street Law Institute analysis has determined that first offenders subjected to harsh sentencing tend to become repeaters, and that sentences of minority first offenders are longer and more severe than others. Under a grant from the Office of Juvenile Justice and Delinquency Prevention, since 1979 the Street Law Diversion Program has provided law-related counseling and training, particularly through role-playing, to juveniles between 13 and 16 during 12-week course sessions. The Institute has found that 15 percent of program participants are rearrested, compared with 40 percent of non-participants. Eight jurisdictions around the country which have implemented similar Street Law Diversion Programs have also been successful, according to research sponsored by OJJDP, which showed that "students who are exposed to properly implemented law-related educational programs are less likely to participate in delinquent activities." Research also found that participating students were "less likely to use violence to solve problems and were less dependent on

others who engage in delinquent behavior."

The Division of Public Safety Programs of the state of South Carolina has developed a system of 24-hour detention screening in rural areas. Local residents are paid a small fee to screen juvenile offenders for appropriate placement on a 24-hour basis.

In Memphis, Tennessee, law enforcement officials order a youth to juvenile court through a juvenile summons, similar to issuing a parking ticket. The juvenile summons can preclude custody and detention.

In their careful analysis of alternatives to secure detention which focused on home detention, attention homes, runaway programs, and private residential homes, University of Chicago researchers Thomas Young and Donnell Pappenfort found that upwards of ninety percent of juveniles in these programs neither committed new offenses nor ran away.

Following are brief descriptions of successful, effective programs providing alternatives to secure detention:

Attention homes — short-term group homes in residential neighborhoods for six to twelve juveniles. Live-in group home parents are assisted by social service workers.

Receiving homes — for youths in need of care. They operate like group homes and accept youngsters who may have been held in detention.

Runaway programs — short-term care for juveniles who need a place to go and for those brought in by police and court officials as runaways.

Home detention programs — youths live with their families and meet daily with court staff for supervision and services.

Evening report centers — juveniles live in their own homes and report every evening for three or four hours to a counseling, recreation and tutoring center with professional staff. They work on peer and family problems, and their constructive use of leisure time, while awaiting court appearance.

Family court community aide programs — youths remain at home and receive daily intensive counseling services from a community aide who coordinates their use of community resources, acts as a companion, provides support to the family, advocates for and accompanies the youth to court.

Family crisis counseling — to encourage the entire family to address a youth's problem, counselors visit the youngster and family in their own home for intensive counseling within the first hour or two after the youth's behavior comes to the attention of authorities, 24 hours a day, seven days a week. Up to 10 sessions may be held.

Proctor programs — youths live with a proctor in the proctor's home. The proctor's only assignment is to work with the youth in an orderly, disciplined way and demonstrate the constructive use of time, 24 hours a day.

Juvenile detention centers should be used as a last resort for the small percentage of juveniles who pose a significant threat to the public safety or court process, and therefore require secure custody. Good detention centers are staffed with persons trained in counseling and can provide badly needed crisis intervention assistance. Detention centers also have educational programs, recreation and activity areas, and medical services to insure humane and perhaps beneficial care for juveniles who must be securely detained. Where necessary, several small counties pool detention needs and financial resources to develop a regional detention center. In rural counties where populations do not warrant a full-service detention center, holdover facilities which provide temporary residential services for up to 48 hours may be used. The holdover facility gives the court time to dispose of cases, transfer youths to a detention center, or make other arrangements. Usually, local law enforcement officers transport juveniles to and from holdover facilities and detention centers.

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2. Concerned Citizens

What You Can Do

The indiscriminate jailing of juveniles can be stopped. Acting independently and through organized groups, concerned citizens can become a powerful force in promoting public interest and support for the removal of juveniles from adult jails and lockups. The target for their efforts must include not only jails and jailers, but the system which includes all who use jails or who, by inaction, permit this abuse to continue. Citizen groups can press for more effective, humane, less costly alternatives to secure detention, and not submit to those who wish to place juveniles in adult jails.

Increasingly, youth-work practitioners are following three basic criteria in placing juveniles outside their own homes for services of all kinds: 1. use clear and objective criteria in their decisions, not subjective predictions about a youth's future actions and needs; 2. find the least restrictive setting that is available and appropriate to treat the youth (if possible, services while the youth lives at home or within the community); 3. consider the personal needs of the young people who must stay in the residences and facilities outside their own homes, even though temporarily.

To promote the use of these criteria in communities across the nation, you, the concerned citizen, can take the following steps:

Visit the local jail and see who is there. Monitor the admissions practices and living conditions in the jails and lockups in your community and report this information to citizen groups, the public, the media, professional groups, city, county, and state officials, and other interested persons.

Become familiar with basic legal and organizational standards for jails. This can be done in several ways. First, you can ask a local attorney who is familiar with jail conditions for a briefing on unconstitutional conditions of confinement. For groups that don't have access to such an attorney, it may be more practical to review nationally recognized jail standards, such as those of the American Correctional Association or the American Bar Association. These standards will enable you to contrast the ideal situation with the jail you are visiting.

It is often helpful to combine skills. For example, a community group may want to visit a jail first and determine problem areas, then have an attorney visit and investigate more closely the specific problems discovered on the first tour.

To obtain entry into the jail, it is helpful to know someone "inside," such as an inmate, a former inmate, or an employee. If your contact is an employee, he or she can show you problem areas in the jail, and point out disparities between official policy and actual practice. If your contact is an inmate or former inmate, you will want to find out how your contact's story differs from the official story. You will also want to have your contact supply you with any evidence in the form of corroborating statements, written policies, medical records, or other tangible evidence that his or her story is true.

When you tour the facility, ask the following questions:

- What is their physical layout: the cleanliness, the plumbing, the heating, the ventilation, and the lighting?
- What provisions are made for emergency admissions, regular medical services, and mental health services?
- What, if any, arrangements are made for keeping inmates occupied?
- Is there provision for regular out-of-doors exercise, education, or other recreation?
- How long are juveniles held in the local jails?
- Are juveniles adequately separated from adults in cells, intake, medical and recreational areas?

- Is supervision available 24 hours per day?
- Are the jails used to hold mentally ill, mentally retarded, or emotionally disturbed youth?
- Are the jails used to "shelter" neglected or abused youths in the absence of appropriate foster care facilities?
- Are the jails used to hold juveniles charged with misdemeanors or status offenses, including truancy, disobedience to parents, violations of curfew?
- Does the state plan required by the 1974 Juvenile Justice Act as a condition to receive federal grants provide for the establishment of alternative facilities, and how have they been implemented?

You can make it difficult to place juveniles in jail, for example, by developing forms, procedures, etc., that must be completed before a juvenile may be processed into jail.

Participate in state and local planning efforts to remove juveniles from inappropriate confinement, including jails and lockups.

The Juvenile Justice and Delinquency Prevention Act mandates that each state receiving funds under the Act establish an advisory group in juvenile justice and delinquency prevention, which may:

- participate in the development and review of the state's juvenile justice plan;
- advise the state planning agency and its supervisory board;
- advise the governor and the legislature on matters related to its functions, as requested;
- have an opportunity for review and comment on all juvenile justice and delinquency prevention grant applications;
- be given a role in monitoring state compliance with requirements for deinstitutionalization of status offenders and removal of juveniles from adult jails and lockups; advising the state planning agency on the composition of the state supervisory board and maintenance of effort; and review the progress and accomplishments of juvenile justice and delinquency prevention projects funded under the comprehensive state plan.

These State Advisory Groups, composed of volunteers, have been extremely effective in planning and monitoring the juvenile justice system nationwide.

Obtain information to help you in planning local and state efforts by:

- talking to your judges about where they place juveniles;
- talking to the parents of juveniles in jail;
- doing research on the number of juveniles in jail, their offenses, length of time in jail, etc.;
- examining the intake criteria of jails;
- asking youth service departments about their positions on this issue;
- asking your local elected officials to visit the jail, and for their position on the problem.

Mobilize existing groups with an interest in juvenile justice and delinquency prevention on the issue of juveniles in jails.

Groups such as service clubs, professional and fraternal organizations, business associations, labor unions, and private child advocacy groups have contributed long hours of voluntary services, as well as organizational influence to create change in the criminal justice system at all levels.

- Locate or form a local citizen's advisory/planning group and join them. From this build a network for change.

What You Can Do

- Join a group that is interested in the justice area, such as the League of Women Voters or the Junior League.
- Write letters to the editor, and articles or press releases for your newspaper and your church or organization's newsletter.
- Speak on the issue before community, church, and professional groups.
- Talk to your state and federal legislators. Convince them of the need for change.

Volunteer to work on programs for juveniles which present alternatives to jails and detention centers.

Nationally, there are noteworthy programs where volunteers help provide alternatives to adult jails and other types of secure detention. An outstanding example is South Carolina's Alston Wilkes Society. (See listing of youth advocacy groups.) Working in conjunction with the South Carolina Youth Bureau, Alston Wilkes volunteers checked local jails for status offenders twice daily. When they found status offenders, these volunteers phoned the Youth Bureau. Youth workers then tried to arrange emergency housing with local families, or reunited juveniles with their own families, and referred the youths for day or residential counseling programs. A survey of the effects of this program in Spartansburg, South Carolina, showed that "the number of youths held in jails had been reduced 32 percent and the time they spent behind bars reduced 72 percent." There was no cost for the volunteer project.

An Alston Wilkes Society volunteer tells about a twelve-year-old boy who was taken to a volunteer emergency home after spending several days in jail:

> He had been found by a motel owner asleep behind the ice machine to keep warm. The owner called the police who put him in a cell for lack of an alternative. The counselor who was taking the boy to the emergency home had a bumper sticker on his car which said, 'Runaway children don't belong in jail.' The boy stopped, read the bumper sticker and became very serious. He turned to the counselor and said, 'Thank you.'

Clear and concise state legislation is the foundation for a prohibition on jailing juveniles, but experience indicates that it does not eliminate the practice. Only an informed and concerned citizenry can stop the indiscriminate jailing of juveniles, and put an end to the revolving door of child abuse, delinquency, incarceration, and crime.

3. Public Education

How To Tell The Story

The removal of juveniles from adult jails and lockups and the reduction in use of other kinds of secure custody can be achieved only with public support. Public education, which increases public awareness of the problem and encourages citizens to take action to resolve it, is fundamental to gaining public support.

The first step in a successful public education campaign is to become familiar with the issue. Study the problem so that you can answer questions from the public and media. Know the literature and other available resources. Call authoritative sources, such as your state and regional justice planners. They generally are aware of local juvenile justice conditions and can provide information on your area. A listing of the names, addresses, and phone numbers of such agencies, along with other references are provided at the end of this booklet.

The placement of juveniles in adult jails and lockups is a problem of *local* communities primarily. Youngsters are held in unspeakable conditions in facilities in many of *your* home communities. For our purposes, then, public education means a community, regional, and statewide effort.

Getting publicity on the problem of jailed juveniles and particularly for advocacy on their behalf may seem difficult. But, as your efforts become known and your credibility is established, public and media attention will increase.

How does an individual or group work with the local media? The following suggestions may be of help.

The Publicity Coordinator

If a publicity campaign is the special project of your group or organization, there should be *one person* — a publicity coordinator — responsible for relations with the news media. The publicity coordinator's telephone number and address should appear on all correspondence and news releases to the media.

The publicity coordinator should make personal contact with representatives of newspapers, radio and television stations handling your information — and maintain an ongoing relationship with them. Keep files of clippings, news releases, and TV and radio coverage. Letters of thanks for good coverage should be sent to reporters and editors at newspapers, and to news directors at radio and TV stations.

Publicity coordinators should serve as information resources for editors, publishers, station managers, and news directors. Get to know them; provide information; respond to their requests. But do not pester them constantly and make outlandish demands. Keep in mind that the media are not obliged to run your materials. And be prepared to respond to criticism.

The Press

Become familiar with the capabilities of the local press through careful study. That way you can gear news releases, background papers, and ideas for feature stories to local readers. "Style sheets" listing criteria for news releases may be available from newspapers and magazines.

News releases are planned news. Editors and news directors receive many such releases every day. However, if you develop some skill at writing a news release, and include some human interest information and a good local "slant," it is likely that your release will be published. Suggestions for news releases from your group might include what they found on a tour of the local jail; a day spent in court watching; a visit to a juvenile detention center, or other alternative facility; or a speech to your group by a juvenile justice specialist. Remember that news of your group's activities is local news. You can also submit your stories to church organizations and company newsletters.

Always type news releases double-spaced on one side of the paper. In the upper left-hand

corner give your name; your organization's name, address, and phone number; and the date. Beneath this information indicate whether the news release is FOR IMMEDIATE RELEASE, or FOR RELEASE ON A SPECIFIC DAY OR TIME. You may include a "slug" just before the story — a one-line summary of its contents.

News copy should be written in a straightforward style with a "who, what, when, where," opening paragraph. Try to catch your media contact's attention while providing solid information.

Sentences and paragraphs should be tight and simple. Paragraphs should be one or two sentences long. Paragraphs usually should be no longer than 50-60 words. *Brief and clear* are the keys to good news writing. A release written in a flowery, elaborate style probably will not be used.

Two pages usually is the maximum length of a press release. If there is a second page, write -MORE- at the bottom of the first page.

Include a telephone number where media contacts can call you for further information. End with the symbol ###.

SAMPLE NEWS RELEASE

FROM: John R. Stone
FOR: Juveniles in Adult Jails Project
815 Hancock Street
Madison, IL 76533
(111) 707-8111

February 10, 1981

FOR IMMEDIATE RELEASE

Juvenile Justice Expert to Address Local Group.

"The cases of assault and rape of juveniles in adult jails are too many to be enumerated and too common to be denied," according to Clara Bennett, Director of the State Criminal Justice Planning Commission. Dr. Bennett will give a talk on "Juveniles in Adult Jails and Lockups" at the Meeting Center, 707 Park Street, Wednesday, February 28, at 8:00 p.m.

Dr. Bennett is a psychologist and coauthor of "The Plight of Jailed Youth," a study of the emotional and physical effects of jailing juveniles with adults.

Bennett's talk will focus on the problem of juveniles in jails in Madison and the surrounding counties. For further information on "Juveniles in Adult Jails and Lockups," first in a series of educational programs for the general public sponsored by the Juveniles in Adult Jails Project, call 707-8111.

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Feature articles often are in-depth "human interest" stories. They usually are handled by Sunday, Lifestyle or Family Editors. You can prepare a human interest story of a thousand words for submission to these reporters. Or you may want to call them with suggestions for stories. Possible feature story ideas might include a day in the life of a jailed juvenile; a profile of a juvenile court judge; life in a shelter care facility; emergency foster care programs; or the experiences of volunteers working with juveniles.

Calendar listings can also be part of your approach to the media. Announcements of your organization's activities should be submitted triple-spaced, one-third of the way down the page, ending with ###. These notices also should be in a "what, how, when, and where" format, and should be submitted to newspapers two weeks in advance. Check with the editors of magazines, newsletters, and journals for their deadlines.

Press conferences should be held only occasionally, and *only when you have important news to announce*. For example, your group has done a study of the number of juveniles in jail in your region. They've found a large number including runaways, and other status offenders. Your group, and perhaps others, have some ideas on changing the situation, and working towards alternatives. This would be an appropriate occasion for a press conference. A press conference also might be held for a distinguished expert who is speaking to your group.

A week in advance of the press conference, send a press release with "who, what, and where" information to the media. Call and remind them of the event two or three days ahead. Prepare press packets with fact sheets, background information on the issue, ideas for stories, pamphlets, and information on your group for distribution at the press conference and general media use.

Because of deadlines, weekday mornings are best for press conferences. Hold them at accessible locations with plenty of parking space. If possible, hold the conference somewhere related to the news, such as the courthouse. Be sure that a microphone for your speaker, and electrical outlets for TV and radio recording are available.

Letters to the Editors can be a very effective means of creating public awareness. Submit letters on the issue and your organization's activities to your local papers, and respond to letters from others.

Other news projects might include a weekly column by and for youth; youth editorials; stories on services for youth in your community; a "hotline" phone number for youngsters in trouble; and guest columns by youth-service professionals. By developing good relations with the press and establishing your group's credibility, you will be in a position to request these special services.

Public Service Programming

You may qualify for free 10-second, 30-second and 60-second radio and television *public service announcements*, if yours is a non-profit organization. For station policy and standards, contact the public service directors of the stations in your area. Cost and effort will be involved in producing radio and TV announcements. However, free or low-cost assistance may be available from your local stations, colleges, and schools. Cable TV stations which feature public affairs programming may be especially helpful, as may stations with religious affiliations. Local advertising agencies affiliated with the Advertising Council also may assist you at minimal cost.

Television is a visual medium, which should be kept in mind when planning a PSA for television. Presenting information visually, changing camera angles, and shifting scenes are all ways of making the message more interesting. Television PSAs generally are made using 16MM film or 2 inch videotape, but local stations should be contacted to determine which medium they require.

For minimal cost, a 35MM slide, shot horizontally, along with a script for an announcer to read over it, can be produced. A slide is normally shown on the screen for 10 seconds, which means about 25 words of copy.

Written copy may be submitted to *radio* stations for announcers to read on the air, with the only expense involved being the cost of the mailing. While professional production and a professional announcer are obtained, the announcement will probably lack sound effects and music, featuring only the announcer's voice.

Instead, it may be possible to secure the services and equipment of a local station during off-hours for assistance in developing PSAs. Public Service Directors at radio stations should be contacted to determine station policy.

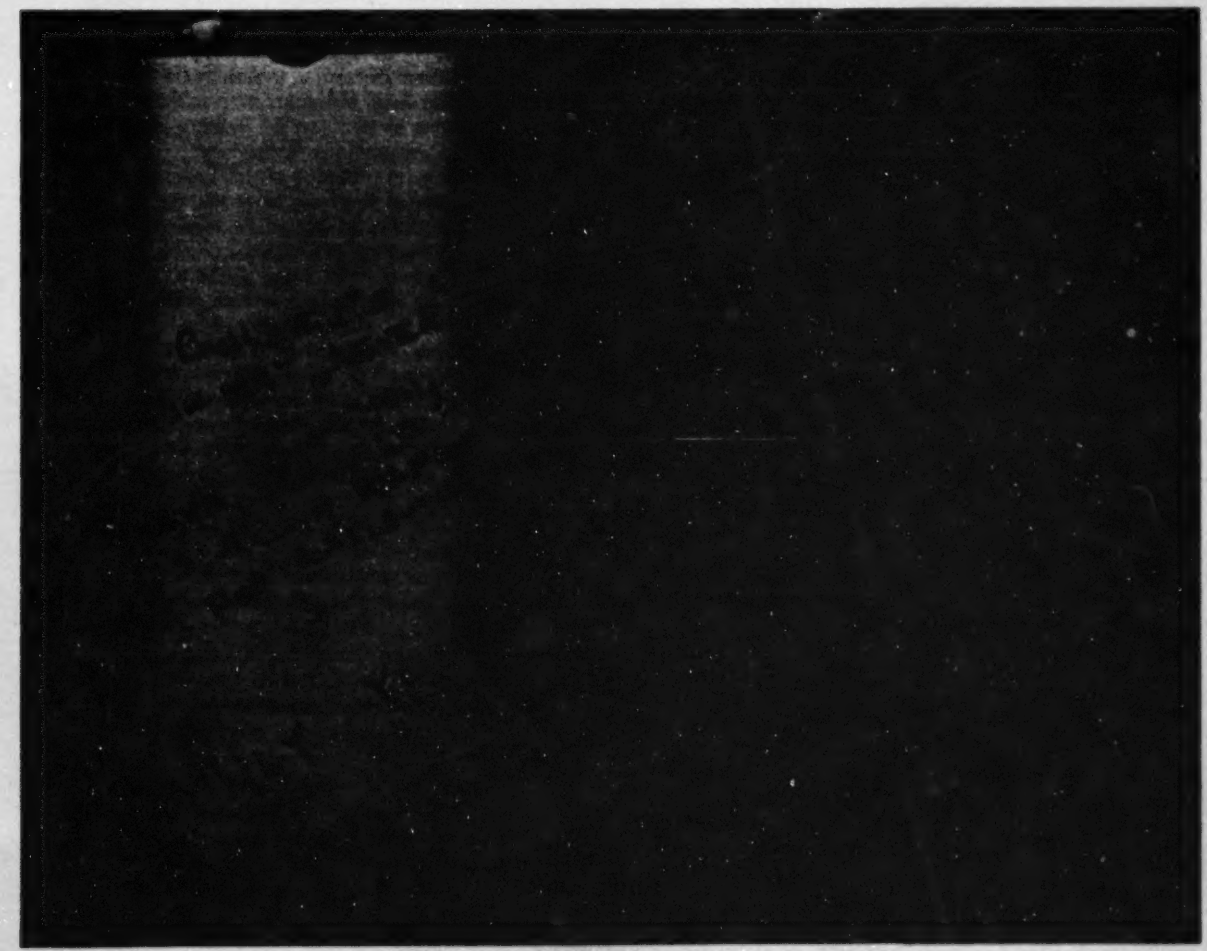
Professional recording studios which rent facilities and provide a crew can sometimes be rented for a flat hourly rate. PSAs should be planned in every detail prior to recording, so that time and money are not wasted. An effective radio PSA can probably be made for under $100.

Often a package of PSAs, 10, 30, and 60 seconds, is recorded onto "carts" by individual stations. PSAs should be recorded consecutively, with about 6 seconds of silence between them, on reel-to-reel tape. Cassettes are not used by radio stations.

Newspapers and *magazines* in your community sometimes run small public service advertisements. You can obtain guidelines, and perhaps advice, from their community or public affairs editors. Generally these ads feature a catchy message, the name, address and telephone number of the organization, and a photograph or drawing. You might find someone in your organization, or another local volunteer, skilled enough to contribute artwork.

Almost all radio and TV stations produce *public affairs programs*. This is a free and very effective method of calling attention to an issue. The producers of these programs constantly seek out new subjects for broadcast. You should contact them, either by letter or telephone, and advise them of your group's interests. Provide them with any information they require. And give them the name of an informed person to contact for an interview. You may want to consider using 35MM slides — of your local jail, juvenile detention center, shelter care facility, etc. — to accompany the interview or talk.

Whenever PSAs are used by the local media, it



is a good policy to write and thank Public Service Directors. It is also important to provide post cards for the radio and TV stations to complete, indicating when the PSAs were aired. Keeping track of PSA usage may assist organizations in future requests for more airtime or for airings at more desirable times.

Print Materials, Contests, Speakers' Bureaus

The production of pamphlets, fact sheets, posters, and similar items involves expertise and expense. Many of these materials on juveniles in adult jails and lockups are available free from the Office of Juvenile Justice and Delinquency Prevention, 633 Indiana Avenue, NW, Washington, D.C. 20531. If you decide to print your own newsletters or brochures: study existing materials; get estimates from reliable printers; don't use so much information that your publication is unreadable; try to get help from resource people in the community; and be sure several people proofread the printer's mock-up.

Mall projects, contests, and speakers' bureaus are inexpensive ways of creating public awareness. By contacting the manager of a local shopping mall, you can arrange to set up a booth for a mall display. People who staff the booth should be well-informed, so that they can answer questions from the public. Have available printed information on the problem and your group's activities. If you lack the funds to print an organizational brochure, clear, type-written mimeographed materials will be sufficient. Present a revolving slide show of conditions at your local jail, for example, as part of your mall display. Take the names, addresses, and telephone numbers of interested individuals who may want to volunteer for other projects.

Poster, bumper sticker and slogan contests will involve various members of your community — from schoolchildren to the media. Such an event requires announcement of the event two months in advance; specifications of the size of entries and materials to be used; a panel of judges; an awards ceremony; possible a dinner; an announcement of winners; and if possible, the reproduction and distribution of winning entries. Be sure to include your group's phone number on the winning entries.

Suggested themes for contest entries: most juveniles in jails have not been charged with serious crimes; juveniles are abused by adults in jails; juveniles are kept in isolation for lengthy periods in jails; successful alternatives to jails; and citizens can help remove juveniles from adult jails.

Establish a speakers' bureau composed of members of your group and others familiar with the issue of juveniles in jails. When you have speakers available, inform schools, professional associations, and other voluntary organizations. You can obtain a list of community organizations from your local Chamber of Commerce. Send

these organizations information on your group, a list of topics for their consideration, and your speakers' biographies. If speakers develop slides or other visual aids to accompany their presentations, note this in your letter.

Proclamations

Proclamations of special days or weeks, such as juvenile justice or youth justice week, will give you the opportunity to inform a wide range of individuals.

Several weeks in advance of the proclamation date, contact your mayor or other county or state official. Set up an appointment to discuss the problem, need for a proclamation, and your group's activities. Bring along a prepared statement, geared to the local situation, for consideration.

Other groups may want to join you in this project and should be contacted. You should then plan an event, such as a dinner, during which the proclamation can be presented. Invite your media contacts to cover this event.

In conjunction with your proclamation dates, consider the following: tours of jails and courtrooms; talk to schools, community organizations, business seminars; guest columns; information booths at malls or other public areas; discussions with young people, parents, juvenile justice practitioners and other professionals; dinners, awards, and other ways of recognizing individual efforts to reduce the number of juveniles in jails, lockups, and other secure facilities. You probably can obtain media coverage of many of these activities.

Communicating Your Message

In developing a public education campaign, you are attempting to communicate a message to an audience, so as to influence their ideas or behavior. First, determine your goals — do you want the audience to volunteer as court watchers? Foster parents? Do you want to make them aware of conditions in jails in your area? Inform them of effective alternatives to jailing?

Second, define your message as simply as possible. For example: juveniles are held in subhuman conditions in our county jail. There are effective, humane alternatives to jails.

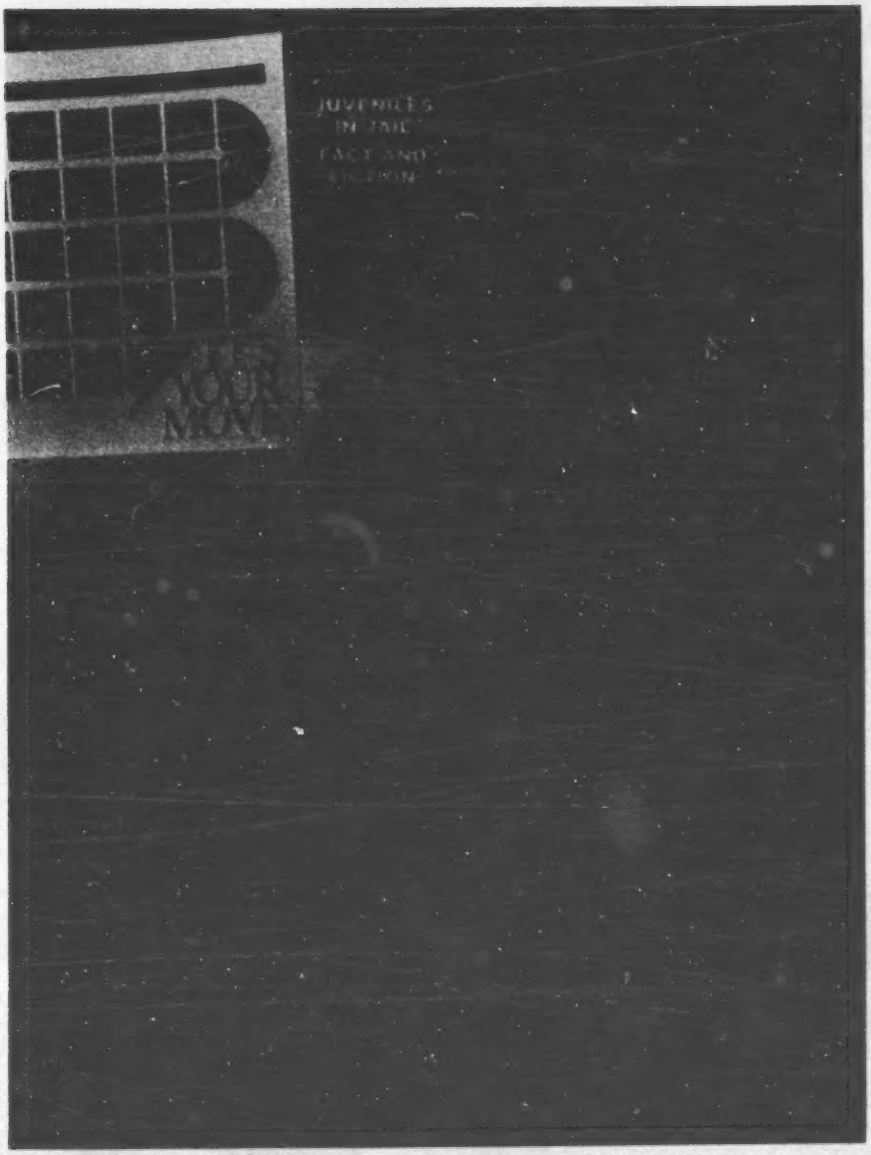
Third, define your audience — who it is you want to reach. Then determine the best ways to reach them. Messages channeled through the mass media certainly will reach the general public. Speakers to community organizations may influence opinion leaders, i.e., public officials, leaders of local organizations, and other community activists, and involve them in your cause. Meetings, conferences, endorsements from public officials which you can publicize, and face-to-face meetings with opinion leaders are all good ways of disseminating information.

Combinations of media use, personal contact, and repetition will make your message even stronger.

The scope of your public education campaign will be determined by the size of your staff; budget; available media; location and size of your target audience; and previous experience. If your group's resources are very limited, you might consider forming a coalition with other organizations concerned about juveniles in jails, and developing a joint campaign.

Keep in mind that dedication and persistence can be more important to publicizing the problem of juveniles in adult jails than funding or large staffs. Knowledge of the issue, some basic skills in communications, and commitment to educating your community can go a long way.

Putting juveniles in adult jails is criminal. There are effective alternatives. And *you* can communicate these messages.


JUVENILES
IN JAIL
FACT AND

4. Resources for Removal

Contacts And References

Technical Assistance

Many resources to assist local communities in their efforts to remove juveniles from adult jails and lockups are available at the state and federal levels. These resources include state planning agencies, youth advocacy organizations, and a nationwide technical assistance program sponsored by the Office of Juvenile Justice and Delinquency Prevention. State planning agencies and selected youth advocacy organizations are listed on the following pages. A bibliography of recent research and studies also is listed to assist your efforts in removal.

The OJJDP technical assistance program is directed toward helping organizations implement the Juvenile Justice and Delinquency Prevention Act. Technical assistance is onsite consultation, training workshops, or the distribution of materials. Technical assistance should result in a transfer of capabilities, passing along new skills or teaching new concepts.

The goals of the technical assistance are:

1) To improve the practice of delinquency prevention to reduce the commission of delinquent and status offenses by juveniles.

2) To alter traditional responses to juveniles who are status offenders or who are dependent or neglected.

3) To establish programs which offer alternative responses to delinquent behavior and which reduce the commission of delinquent acts.

4) To improve the administration of justice for juveniles.

All organizations serving youth are eligible to receive technical assistance. However, all requests must meet four basic criteria for approval by the Office:

1) The assistance will help the recipient achieve one or more objectives of the JJDP Act.

2) The assistance will have positive impact on the juvenile justice and youth-serving systems.

3) The OJJDP contractors are the most qualified and appropriate to provide the assistance.

4) The recipient is committed to working with the contractor for positive change.

Technical assistance is funded by the Office of Juvenile Justice and Delinquency Prevention and provided at no cost to the recipient. However, recipients are generally asked to commit staff time and effort.

For further information, contact:

Technical Assistance Coordinator
Formula Grants and Technical Assistance Division
Office of Juvenile Justice and Delinquency Prevention
633 Indiana Avenue, NW, 7th Floor
Washington, D.C. 20531

National Criminal Justice Reference Service

The National Criminal Justice Reference Service (NCJRS) is a centralized information resource for criminal justice practitioners and researchers. Sponsored by the National Institute of Justice, NCJRS is an international clearinghouse of information about law enforcement and criminal justice that includes approximately 50,000 documents and audiovisual materials in its computerized collection. NCJRS services include:

- Selective Notification of Information
- Criminal Justice Reference Service
- Document Loan Program
- Reading Room
- Selected Bibliographies
- Microfiche Program
- Share Package of Public Information

For further information, contact:

National Criminal Justice Reference Service
National Institute of Justice
United State Department of Justice
Box 6000
Rockville, MD 20850

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National Directory of Weekly Newspapers. New York: American Newspaper Representatives, Inc. Annual. Weekly, semiweekly, and triweekly newspapers in U.S. listed alphabetically by state and city. Gives circulation, ad rates, industrial characteristics of area.

Network Rates and Data. Skokie, IL: Standard Rate & Data Service, Inc., 5201 Old Orchard Road, Skokie, IL 60076. Lists national and regional radio and TV networks with stations served, ad rates, and technical information.

Newspaper Circulation Analysis. Skokie, IL: Standard Rate and Data Service, Inc. Annual. Newspaper circulation data by geographic, county-by-county, metro area analysis, and by city zone, county, and metro areas.

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Resources for Removing Children From Jail

State Criminal Justice Councils

Alabama

Alabama Law Enforcement Planning Agency
2863 Fairlane Drive
Building F, Suite 49, Executive Park
Montgomery, AL 36116
205/277-5440

Alaska

Division of Family and Youth Services
Department of Health and Social Services
Pouch H-05
Juneau, AK 99811
907/465-3209

American Samoa

Criminal Justice Planning Agency
Government of American Samoa
Box 3760
Pago Pago, American Samoa 96799
633-5221

Arizona

Office of Economic Planning and Development
111 West Monroe Street, Suite 600
Phoenix, AZ 85003
602/255-5004

Arkansas

Office of Juvenile Justice and Delinquency Prevention
Division of Youth Services
405 Medical Arts Building
12th and Marshall Street
Little Rock, AR 72202
501/371-2651

California

Office of Criminal Justice Planning
9719 Lincoln Village Drive, Suite 600
Sacramento, CA 95827
916/366-5444

Colorado
Department of Local Affairs
1313 Sherman Street, Room 419
Denver, CO 80203
303/866-4980

Connecticut
Connecticut Justice Commission
75 Elm Street
Hartford, CT 06115
203/566-3020

Delaware
Delaware Office of Management-Budget Planning
Criminal Justice Planning Section
820 North French Street.
Wilmington, DE 19801
302/571-3431

District of Columbia
Office of Criminal Justice Plans and Analysis
421 8th Street, NW, 2nd Floor
Washington, D.C. 20004
202/727-6554

Florida
Bureau of Criminal Justice Assistance
Carlton Building, Room 136
Tallahassee, FL 32301
904/488-6001

Georgia
Georgia Department of Community Affairs
Juvenile Justice Section
40 Marietta Street NW, 8th Floor
Atlanta, GA 30303
404/656-1725

Guam
Guam Department of Youth Affairs
PO Box 23672
Agana, Guam 96921
472-8228

Hawaii
State Law Enforcement and Juvenile Delinquency Planning Agency
250 South King Street
Kamamalu Building, Room 412
Honolulu, HI 96813
808/548-3800

Idaho
Idaho Office of Juvenile Justice and Youth
Office of the Governor/State Capitol
Boise, ID 83720
208/334-2460

Illinois
Illinois Law Enforcement Commission
120 South Riverside Plaza, 10th Floor
Chicago, IL 60606
312/454-1560

Indiana
Indiana Criminal Justice Planning Agency
215 North Senate
Indianapolis, IN 46202
317/323-1251

Iowa
Iowa Crime Commission
Lucas State Office Building
Des Moines, IA 50319
515/281-3241

Kansas
Governor's Committee on Criminal Administration
503 Kansas Avenue, 2nd Floor
Topeka, KS 66603
913/296-3066

Kentucky
Kentucky Department of Justice
Division of Grant Programs
State Office Building Annex
2nd Floor
Frankfort, KY 40601
502/564-3253

Louisiana
Louisiana Commission on Law Enforcement and Administration of Criminal Justice
1885 Wooddale Boulevard, Room 615
Baton Rouge, LA 70806
504/925-4432

Maine
Department of Corrections
State Office Building
Augusta, ME 04333
207/289-2711

Maryland
Governor's Commission on Law Enforcement and Adminstration
One Investment Place, Suite 700
Towson, MD 21204
301/321-3631

Massachusetts
Committee on Criminal Justice
100 Cambridge Street, Room 2100
Boston, MA 02202
617/727-6300

Michigan
Office of Criminal Justice Programs
Lewis Cass Building, 2nd Floor
Lansing, MI 48909
517/373-6510

Minnesota
Minnesota Department of Energy, Planning and Development
101 Capitol Building
550 Cedar
St. Paul, MN 55101
612/296-3898

Mississippi
Governor's Office of Criminal Justice Planning
Ike Sanford Building, 2nd Floor
637 North President Street
Jackson, MS 39201
601/354-6041

Missouri
Department of Public Safety
PO Box 749
Jefferson City, MO 65102
314/751-4905

Montana
Montana Board of Crime Control
303 North Roberts
Helena, MT 59601
406/449-3604

Nebraska
Nebraska Commission on Law Enforcement and Criminal Justice
301 Centennial Mall South
PO Box 94946
Lincoln, NE 68509
402/471-2194

New Hampshire
New Hampshire Crime Commission
Pine Inn Plaza
117 Manchester Street
Concord, NH 03301
603/271-3601

New Jersey
Law Enforcement Planning Agency
CN 083
Trenton, NJ 08625
609/292-3741

New Mexico
Office of Juvenile Programs
Corrections Department
113 Washington Avenue
Santa Fe, NM 87501
505/827-5222

New York
Division of Criminal Justice Services
80 Centre Street, 4th Floor
New York, NY 10013
212/488-3999

North Carolina
Division of Crime Control
NC Department of Crime Control and Public Safety
PO Box 27687
Raleigh, NC 27611
919/733-4000

North Dakota
Attorney General's Office
Training and Statistics Division
Box B
Bismarck, ND 58505
701/224-2594

Northern Mariana Islands
Northern Mariana Islands Criminal Justice Planning Agency
PO Box 1133
Saipan, Mariana Islands 96950

Ohio
Department of Economic and Community Development
Administration of Justice
30 East Broad Street, 26th Floor
Columbus, OH 43215
614/466-7610

Oklahoma
Department of Economic and Community Development
Criminal Justice Services Division
4545 North Lincoln Boulevard, Suite 285
Oklahoma City, OK 73105
405/521-4545

Oregon
Oregon Juvenile Services Commission
Far West Plaza, #215
630 Center Street
Salem, OR 97310
503/373-1283

Pennsylvania
Pennsylvania Commission on Crime and Delinquency
Department of Justice
PO Box 1167, Federal Square Station
Harrisburg, PA 17108
717/787-8559

Puerto Rico
Puerto Rico Crime Commission
GPO Box 1256
Hato Rey, PR 00936
809/783-0398

Rhode Island
Governor's Justice Commission
222 Quaker Lane
Providence, RI 02903
401/277-2620

South Carolina
Office of Criminal Justice Programs
Edgar A. Brown Office Building
1205 Pendleton Street
Columbia, SC 29201
803/758-3573

South Dakota
Division of Law Enforcement Assistance
118 West Capitol
Pierre, SD 57501
605/773-3665

Tennessee
Juvenile Justice Planning Division
State Planning Office, Office of the Governor
James K. Polk Building
Nashville, TN 37219
615/741-3521

Texas
Governor's Office of General Counsel and Criminal Justice
Capitol Station
PO Box 12428
Austin, TX 78711
512/475-3001

Utah
Division of Youth Corrections
150 West North Temple
PO Box 2800
Salt Lake City, UT 84110
801/533-5290

Vermont
Agency of Human Services Planning Division
103 South Main Street
Waterbury, VT 05602
802/241-2953

Virginia
Division of Justice and Crime Prevention
8501 Mayland Drive, Parham Park
Richmond, VA 23229
804/281-9276

Virgin Islands
Virgin Islands Law Enforcement Planning Commission
PO Box 3807
St. Thomas, VI 00801

Washington
Department of Social and Health Services
Juvenile Justice Unit
O.B. 32J
Olympia, WA 98504
206/753-4713

West Virginia
Criminal Justice and Highway Safety Division
5790 A. MacCorkle Avenue, Southeast
Charleston, WV 25301
304/348-8814

Wisconsin
Wisconsin Council on Criminal Justice
30 West Mifflin Street
10th Floor, Suite 1000
Madison, WI 53702
608/266-3323

Wyoming
Wyoming Attorney General's Planning Committee
Central Administration
720 West 18th Street
Cheyenne, WY 82002
307/777-7716

YOUTH ADVOCACY ORGANIZATIONS

Alabama
Southern Poverty Law Center
1001 South Hull Street, Box 548
Montgomery, AL 36101
205/264-0286

Tuskegee Institute
Human Resources Development Center
Tuskegee, AL 36088
205/727-8788

Alaska
Alaska Youth Advocates, Inc.
529 I Street
Anchorage, AK 99501
907/274-6541

Arizona
National Female Advocacy Project
New Directions For Young Women
376 South Stone
Tucson, AZ 85701
602/623-3677

Urban Indian Law Project
Phoenix Indian Center
3302 North 7th Street
Phoenix, AZ 85014
602/279-1622

Arkansas

Arkansas Advocates for Children and Families
931 Donaghey Building
Seventh and Main
Little Rock, AR 72201
501/371-9678

Arkansas Juvenile Justice Institute
Association of Arkansas Counties
118 National Old Line Building
Little Rock, AR 72201
501/372-7550

California

California Child, Youth and Family Coalition
975 North Point Street
San Francisco, CA 94109
415/928-3222

San Francisco Youth Advocacy Project
c/o Coleman Children & Youth Services
1855 Folson Street
San Francisco, CA 94103
415/861-4582

Youth Law Center
1663 Mission Street, 5th Floor
San Francisco, CA 94103
415/543-3307

Colorado

Colorado Commission for Children and Their Families
1550 Lincoln Street, Room 103
Denver, CO 80203
303/839-3982

National Council of Jewish Women
300 South Dahlia
Denver, CO 80222
303/321-5936

Connecticut

Connecticut Child Welfare Assoc., Inc.
55 Elizabeth Street
Hartford, CT 06105
203/236-4511

Delaware

Speak Out For Youth
Child, Inc. YMCA
11th and Washington Street
Wilmington, DE 19801
302/655-3311

District of Columbia

National Street Law Institute
605 G Street, NW
Suite 401
Washington, D.C. 20001
202/624-8217

Washington Streetwork Project
701 Maryland Avenue, NE
Washington, D.C. 20002
202/546-4900

Florida

Child Advocacy, Inc.
1876 North University Drive
Park View Center Building
Suite 306
Ft. Lauderdale, FL 33322
305/475-4847

Florida Center for Children and Youth, Inc.
305 West Blount Street
Tallahassee, FL 32301
904/222-7140

Georgia

Child Advocacy Project
88 Walton Street, NW
Atlanta, GA 30303
404/525-1490

STEPS
PO Box 152, 455 North Milledge Avenue
Athens, GA 30603
404/542-7614

Hawaii

Hawaii Council on Crime and Delinquency
200 North Vineyard Boulevard
Suite 401
Honolulu, HI 96817
808/537-3126

Idaho

Region X Resource Center for Child Abuse and Neglect
PO Box 2526
Boise, ID 83706
208/345-6880

Illinois

Child's Home and Aid Society
307 West University
Champaign, IL 61820
217/359-8815

Illinois Prisons and Jails Project
John Howard Association
67 East Madison Avenue
Chicago, IL 60603
312/263-1901

Illinois Youth Service Bureau Assoc., Inc.
23 North Fifth Avenue
Maywood, IL 60153
312/344-7753

Omni House
Youth Service Bureau
57 South Wolf Road
Wheeling, IL 60090
312/541-0190

Indiana

Juvenile Justice Task Force
143 North Meridian, Suite 309
Board of Trade Building
Indianapolis, IN 46204
317/634-9044

Iowa

Iowa Network of Community Youth Services
800 Walnut Street
405 Shops Building
Des Moines, IA 50309

Kansas

Kansas Council for Children and Youth
PO Box 4194
Topeka, KS 66604

Kentucky

Kentucky Youth Advocates
2024 Woodford Place
Louisville, KY 40205
505/456-2140

Louisiana

Samaritan House, Inc.
PO Box 197
Baldwin, LA 70514
318/923-4130

Urban League of Greater New Orleans
816 Howard Avenue
New Orleans, LA 70113
504/523-6733

Maine

Family Advocacy Council
15 Western Promenade
Auburn, ME 04210
207/786-2117

Maryland

Division of Impact Offenders Program
Baltimore Urban League, Inc.
1102 Mondawmin Concourse
Baltimore, MD 21215
301/728-5515

Massachusetts

Greater Boston Legal Services
Juvenile Court Advocacy Program
85 Devonshire Street
Boston, MA 02109
617/367-2880

Massachusetts Children's Lobby
51 Brattle Street, Room 22
Cambridge, MA 02138
617/547-5113

Michigan

Justice for Juveniles
Michigan Council on Crime and Delinquency
300 North Washington, Suite G52
Lansing, MI 48933
517/489-7587

Minnesota

Coalition for the Protection of Youth Rights
222 Grain Exchange Building
323 4th Avenue South
Minneapolis, MN 55415
612/332-1441

Mississippi

Children's Defense Fund Mississippi Project
PO Box 1684
Jackson, MS 39205
601/355-7495

Mississippi Prisoners' Defense Committee
233 North Farish Street
Jackson, MS 39201
601/948-5400

Missouri

National Juvenile Law Center, Inc.
3701 Lindell Boulevard
St. Louis, MO 63108
314/652-5555

Montana

Montana Child and Youth Development Bureau
517 East Front Street
Butte, MT 59701
406/792-2324

Nebraska

Children's Committee
Mayor's Commission on the Status of Women
Omaha/Douglas Civic Center
1819 Farnam, Fifth Floor
Omaha, NE 68102
402/444-5030

Nevada

Clark County Chapter, National Conference of Christians and Jews
422 South Maryland Parkway, Suite 304
Las Vegas, NV 89109
702/732-1359

New Hampshire

Junction Youth Resource Center
Seacoast Regional Counseling Center
65 Daniels Street
Portsmouth, NH 03801
603/436-9222

New Jersey

Citizen's Advocacy Network
National Council on Crime and Delinquency
1901 North Olden Avenue, Suite 3
Trenton, NJ 08618
609/882-7373

New Mexico

National Institute for Multicultural Education
3010 Monte Vista NE, Suite 203
Albuquerque, NM 87106
505/262-1721

New Mexico Council on Crime and Delinquency
PO Box 1842
Albuquerque, NM 87103
505/242-2726

New York

Advocates for Children of New York
29-28 41st Avenue
Long Island City, NY 11101
212/729-8866

Committee on Youth and Correction
Community Service Society
105 East 22nd Street
New York, NY 10010
212/254-8900

North Carolina

Child Advocacy Commission of Durham, Inc.
PO Box 1151
Durham, NC 27702
919/682-1129

North Carolina Youth Advocacy Initiative
Governor's Advocacy Council on Children and Youth
Howard Building
112 West Lane Street
Raleigh, NC 27611
919/733-6880

North Dakota

Mountain Plains Youth Council
PO Box 1242
Pierre, SD 57501
605/224-8696

Ohio

Ohio Youth Advocate Program, Inc.
PO Box 35
Wapakoneta, OH 45895
800/472-4943

Ohio Youth Services Network
50 West Broad Street, Suite 2420
Columbus, OH 43215
614/461-1354

Oklahoma

Juvenile Services, Inc.
PO Box 1363
Norman, OK 73070
405/364-1420

Oregon

Oregon Council on Crime and Delinquency
718 West Burnside, Room 208
Portland, OR 97209
503/228-5397

Oregon Youth Work Alliance
PO Box 827
Salem, OR 97308
503/362-9092

Pennsylvania

Juvenile Justice Center of Pennsylvania
2100 Locust Street
Philadelphia, PA 19103
215/735-7333

Parents Union Youth Advocacy Project
401 North Broad Street
Philadelphia, PA 19108
215/574-0337

Rhode Island

Rhode Island Legal Services, Inc.
77 Dorrance Street
Providence, RI 02903
401/274-2652

South Carolina
Alston Wilkes Society
2215 Divine Street
Columbia, SC 29202
803/799-2490

South Dakota
Mountain Plains Youth Council
PO Box 1242
Pierre, SD 57501
605/224-8696

Tennessee
Institute for Children's Resources
Box 5, 250 Venture Circle
Nashville, TN 37228
615/256-6838

Texas
Texas Coalition for Juvenile Justice
2906 Maple Avenue
Suite 204
Dallas, TX 75201
214/651-9084

Utah
Child Advocacy Task Force
Junior League of Salt Lake City
3931 Lares Way
Salt Lake City, UT 84117

Vermont
Spectrum, Inc.
26 Park Street
Burlington, VT 05401
802/864-7423

Virginia
Youth Services of Newport News
247 28th Street, Suite 2-B
Newport News, VA 23607
804/247-8800

Washington
Association of Washington Community Youth Services
1331 3rd Avenue, Suite 719
Seattle, WA 98101
206/447-0340

Washington State Council on Crime and Delinquency
Towman Building
107 Cherry Street, Room 1008
Seattle, WA 98104
206/624-3421

West Virginia
Juvenile Advocates, Inc.
318½ Chestnut Street
Morgantown, WV 26505
304/291-5156

Wisconsin
Youth Policy and Law Center
30 West Mifflin Street, Room 904
Madison, WI 53703
608/263-7197

Wyoming
Wyoming Council for Children and Youth
1614 Garfield
Laramie, WY 82070
307/766-2245

NATIONAL YOUTH ADVOCACY GROUPS

American Bar Association
Child Abuse Committee
National Legal Resource Center for Child Advocacy and Protection
1800 M Street, NW, 2nd Floor South
Washington, D.C. 20036

American Civil Liberties Union
Juvenile Rights Project
22 East 40th Street
New York, NY 10016

Contacts And References

American Friends Service Committee
1515 Cherry Street
Philadelphia, PA 19102

Association of Junior Leagues, Inc.
825 3rd Avenue
New York, NY 10022

Association on American Indian Affairs, Inc.
432 Park Avenue South
New York, NY 10016

Children's Defense Fund
1520 New Hampshire Avenue, NW
Washington, D.C. 20036

The Children's Foundation
1028 Connecticut Avenue, NW
Suite 1112
Washington, D.C. 20036

Children's Rights, Inc.
3443 17th Street, NW
Washington, D.C. 20010

Coalition for Children and Youth
815 15th Street, NW, Suite 600
Washington, D.C. 20005

Council on Jewish Federations and Welfare Funds
575 Lexington Avenue
New York, NY 10022

John Howard Association
67 East Madison Street
Chicago, IL 60603

National Assembly of National Voluntary Health and Social Welfare Organizations
345 East 46th Street
New York, NY 10017

National Association of Counties
1735 New York Avenue, NW
Washington, D.C. 20006

National Center for Action on Institutions and Alternatives
1346 Connecticut Avenue, NW
Washington, D.C. 20036

National Center for Voluntary Action
1625 Massachusetts Avenue, NW
Washington, D.C. 20036

National Coalition for Jail Reform
1333 New Hampshire Avenue, NW, #1220
Washington, D.C. 20036

National Commission on Resources for Youth
36 West 44th Street
New York, NY 10036

National Committee for Prevention of Child Abuse
111 East Wacker Drive, Suite 510
Chicago, IL 60601

National Conference of Catholic Charities
1346 Connecticut Avenue, NW, Suite 307
Washington, D.C. 20036

National Council of Jewish Women
15 East 26th Street
New York, NY 10010

National Council of Juvenile and Family Court Judges
University of Nevada, PO Box 8000
Reno, NV 89507

National Council of Negro Women
1346 Connecticut Avenue, NW
Washington, D.C. 20036

National Council of State Committees for Children and Youth
Kirkland Street
Cambridge, MA 02138

National Council of the Churches of Christ
Child and Family Justice Project
475 Riverside Drive, Room 560
New York, NY 10027

Contacts And References

National Council of the YMCA's of USA
291 Broadway
New York, NY 10007

National Council on Crime and Delinquency
Continental Plaza, 411 Hackensack Avenue
Hackensack, NJ 07601

National Legal Aid and Defender Assoc.
2100 M Street, NW, Suite 601
Washington, D.C. 20037

National Juvenile Justice Program
Collaboration
345 East 46th Street
New York, NY 10017

National Juvenile Law Center, Inc.
3701 Lindell Boulevard
St. Louis, MO 63108

National Network of Runaway and Youth
Services, Inc.
1705 DeSales Street, NW, 8th Floor
Washington, D.C. 20036

National Urban League
500 East 62nd Street
New York, NY 10021

National Youth Work Alliance
1346 Connecticut Avenue, NW
Washington, D.C. 20036

Youth Law Center
1663 Mission Street, 5th Floor
San Francisco, CA 94103